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"A proposal to rethink BLM's approach to fire"

TOWARDS INTEGRATED FIRE MANAGEMENT

by Nick Cozakos

Idaho State Office

U.S. DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

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To the Reader:

The following report represents a thorough and thoughtful effort at assessing the Idaho BLM's fire management program and suggesting areas for improvement. The time is ripe for us to take the ideas contained herein and seek out opportunities to apply them. I encourage the reader to peruse this report in detail and consider its potential application for the future of fire management in Idaho BLM.

I would also like to express my appreciation to author Nick James Cozakos, now retired after 30 years with BLM, for this quality product--a real "think piece" on fire management.

Clair M Whitlock
State Director

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PREFACE

This paper addresses the philosophical aspects of a changing fire picture for the BLM--from suppression to the role of fire as an element of total resource management. It does not purport to speak for the Fire Ecologists, Fire Specialists, or Fire Technicians. Rather, it explores and proposes that: first, change is necessary; second, we be able to place fire in its natural role and use it as a tool in wildland resource management; and, last, we incur some efficiency and possibly some cost savings through a revitalized approach.

It is not the intent here to encroach on traditional turf, but rather to strengthen and provide additional Bureau opportunities for those in Fire Management.

I sincerely hope that this will indeed be the case.

Nick James Cozakos

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A PROPOSAL TO MOVE

TOWARD INTEGRATED FIRE MANAGEMENT

I. INTRODUCTION

Historically, BLM's approach to fire has been "every fire is an emergency." This traditional approach served us well until recently when it became necessary for public land managers to lay aside the "Smokey Bear" hat and don the less familiar hat of fire manager. We must now assume a role of technical fire management rather than reacting to each smoke.

In this vein, we must look not only at changing needs, state of the art, and philosophies, but also at our own attitudes, our districts' organizational structure, and our traditional approach to fire. Shifts will be difficult. Negative attitudes, suspicion, frustration, and perceived threats to our core fire units will be key areas we must consider while moving to the fire management position.

None of the issues dealt with in this paper is new or original. Each has been reviewed, studied, or staffed out at one time or another. My research indicates that the Bureau effort in fire management warrants greater commitment and needs more integration to bring all the fire and resource pieces together.

Past papers and reports (from the Whitlock report, to training efforts by Barber, perceptions of Kastelic, and issues expounded by Hanson) have identified problems, issues, and concerns. However, follow-up by the Bureau in making needed changes has been slow.

The Idaho BLM faces a prime opportunity now to bring all of the parts together so that the fire management machine, when set in motion, runs effectively and smoothly. State Director Whitlock's pioneering efforts and forward direction in these areas can help bring about the collective and positive thinking that is needed.

II. ANALYSIS OF EXISTING SITUATION

The Idaho BLM was a leader in developing the Bureau's early fire suppression program. Early thrusts in fire suppression assumed every fire was an emergency and every smoke should be aggressively subdued. Expertise was developed along those lines, and one of the finest suppression forces in BLM--perhaps one that was comparable to none--was produced.[1] The fraternity of wildland firefighters was potent, elite, and cohesive, and much status was attached to its membership. Unity and comradery were high. This group was extremely mobile and, even today, has probably one of the most effective communication networks that I have ever observed.

1 Reference Fire Critique-China Creek Fire #SDA 9-14-67

However, the strong fraternity felt within the fire organization, coupled with an overall agency perspective that placed fire in a support function rather than an integrated role, lead to somewhat separatist attitudes on the part of the fire people. These attitudes feed the fear of losing turf when efforts are launched to change the role of the fire organization.

Some of the perceptions of our District fire people are:

1. Fear of replacing fire control expertise (non-college types) with college-trained people and thus losing the practical expertise.

2. Reluctance to branch fire into a fire control unit and a fire specialty unit (see Section IV). The feeling is, "We can do the fire specialty work with suppression forces and might lose a valuable training tool for suppression forces if a specialty group were to handle prescription burns.

3. Fear that using people with limited fire experience (such as college-trained FMO) would increase the cost of suppression. This may be true for states other than Idaho where this has actually happened, assuming that this position (FCO) is the only fire control position in a District.

4. Perceptions that cost reductions will not actually be realized through changing fire management practices, e.g., greater use of limited suppression.

In addition to developing some very efficient technical and organizational skills in professional wildland fire suppression, the Idaho BLM fire organization began to use the normal year fire plan--an effective planning tool based on average year fire occurrence to arrive at annual suppression needs. Since these fire planning efforts began prior to the Bureau's involvement in land use planning, fire was somewhat ahead of our other planning efforts. However, efforts to integrate overall fire planning as an element of long-range multiple use planning have been minimal, partially as a result of the "separatist" attitudes maintained by the fire organization and the "support role" attitudes maintained by the rest of the BLM organization.

The time has now come to phase out the "separatist/support role" attitudes and to encourage the fire organization to take as aggressive a role in interdisciplinary planning efforts as they do on the fire line.

III. PLANNING

A. The Problem

Much effort but little progress has been made toward gearing overall fire management objectives to resource objectives and values. The use of fire as a management tool (artificial and natural) as well as limited and full suppression must evolve out of Land Use Planning decisions. Fire Manuals refer to

fire management plans as "source documents" rather than bonafide activity plans arising from Land Use Plans. This tells us that the fire forces are not being given the "up front" opportunities for planning input that will lead to viable, fire-related decisions resulting from land use plans. Resource managers must help assure that the fire expertise and the technical skills and knowledge of the fire forces, as well as those of resource specialists, are included in the District land use plans.

B. Incorporating Fire Into The Planning Process

It will be relatively simple to coordinate fire planning into the existing system. Figure 1 illustrates fire skills input into the planning process with few modifications being necessary.

Early input to the planning effort must come at the first tri-level phase: pre-planning analysis, issue identification, and planning criteria. Here, the fire input must be based on making the manager aware of problems, issues, and opportunities. Chances are that fire issues will not come from the public (a possible exception might be the Boise front), but rather will surface from the manager and the fire staff. This step is essential since our planning documents are issue driven.

From this point on, the fire expertise must be part of the interdisciplinary effort contributing information and resolving issues. Management decisions arising from the Land Use Plan will give guidance and policy to the fire staff and input to the fire activity plan for the resource area.

At this juncture, we must seek to clarify current State and Bureau direction on the normal year fire plan (NYFP). The NYFP continues to be a vital field planning document, but it must now evolve from the land use plan through consolidation of the several resource area fire management plans into a district NYFP.

Following this approach will give us more realistic funding and manning levels for fire management and will reduce the uncontrolled, nondeferrable workload. Thus, management will have more predictability for fire situations.

PLANNING AND ITS ROLE - BUREAU'S PLANNING SYSTEM

Fire Planning input to the Bureau's Planning System must flow as follows:

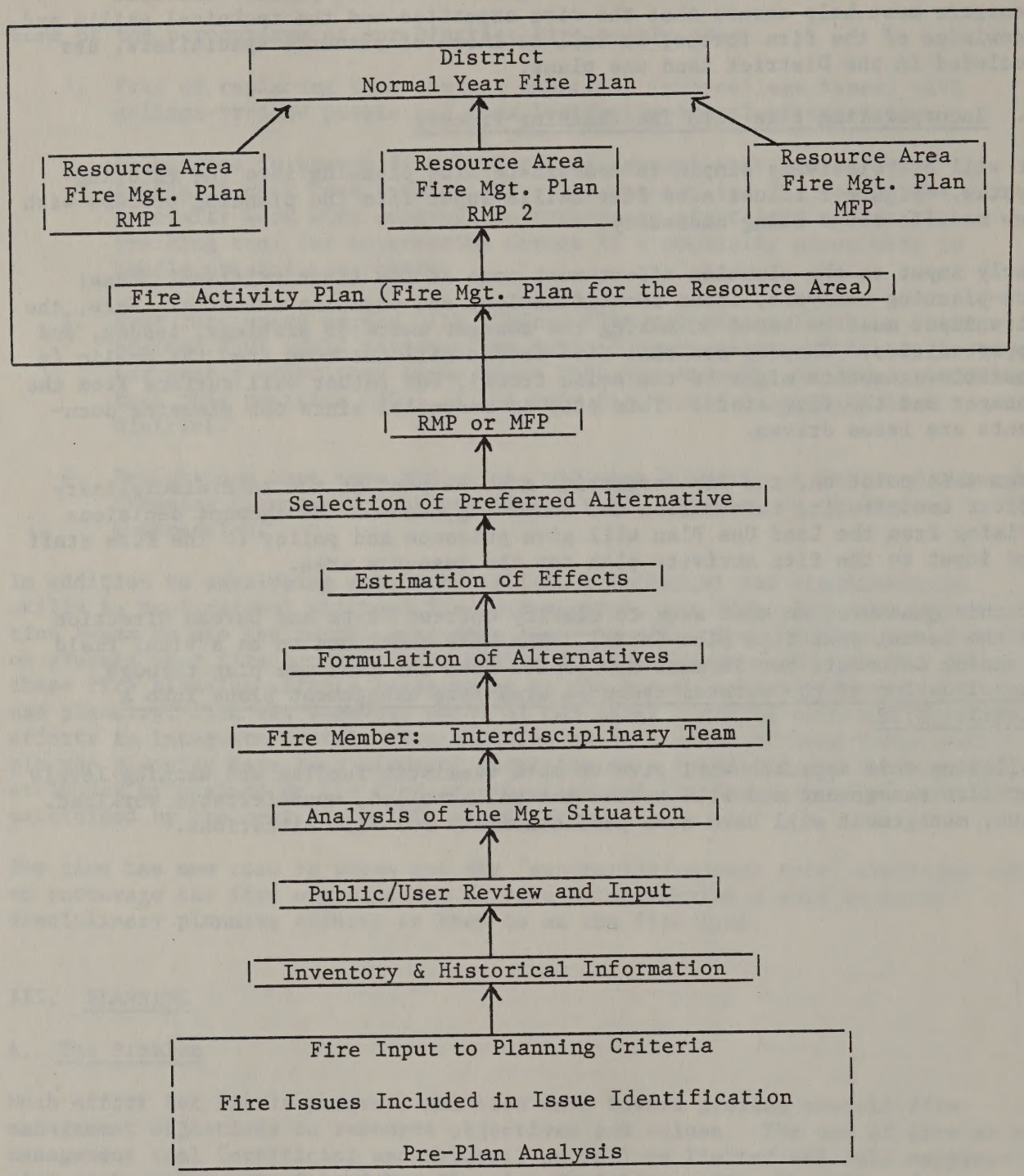


Figure 1

C. Incorporating Fire Into Existing Land Use Plans

If the flow for fire planning follows Figure 1, it becomes essential to review previous planning documents. Planning amendment procedures should be followed to include fire input or to upgrade weak or incomplete data and decisions in existing plans. If the district's normal year fire plan is to have meaning to the fire organization and provide decision guidance to the resource area, it must evolve from land use plans.

For the fire amendment, one approach might be to develop the fire management plan for the resource area (MFP or RMP) and use this as the amendment to the planning document until the next update or RMP is developed.

Fragmentation has occurred in separately developing limited suppression plans, prescription burns, etc. Public confusion has also occurred because of the many public contacts made in developing these plans. To alleviate these problems, we need to proceed with the fire management plan for the resource area and then extract the material for the amendment sequence. (See Appendix 1 for a suggested NOI.)

Procedures for amendments will follow current Idaho Instructions and the format outlined in Bureau Draft Manuals 1602 (Appendix 4, Pg. 1) and 1631 (Illustration 1). Perhaps in this fashion we can fit the missing fire pieces to the land use plan and develop a realistic district normal year fire plan.

The nitty-gritty of whatever the process should include, such as management units for analysis, large homogeneous units of fueltypes, or entire MFP-RMP areas, should be left up to the preparers. They should recommend units on whatever geographic basis they feel will best analyze their particular fire situation.

D. Research Needs

Although a great deal of work has been accomplished in fire-related research, a need exists for some additional work if effective planning is to be accomplished. Existing literature appears to be rather limited, but we should begin with an inventory of our own libraries in Idaho.

Because previous Bureau efforts in research and experimentation have been directed at suppression, I believe we need to direct our attention along the following lines:

1. A literature search and subsequent ADP documentation of fire and fire-related subjects which should be made available at all district terminals.

2. Research in fire behavior of flash-fuel types along the Snake River plains.

3. Research in ecosystem impacts from fire in flash-fuel types.

4. Research on fire-resistant plant species suitable for establishment in flash-fuel types.

5. Research on development of fire-resistant plant species which will out-compete cheatgrass.

6. Research on the potential for fire hazard reduction with grass or grass-shrub vegetative types.

7. Research on the effect of seasonal burns on vegetative types along the lower Snake River Plains, (i.e., fall burns vs spring burns).

8. A study of fire intervals and variations on the Snake River Plains--a look at fire history.

IV. RESTRUCTURING THE FIRE FIELD ORGANIZATION

A. Alternatives for Organizing District Fire Forces

The field organization must now be assessed to make the necessary adjustments for fire management. Let us start at the Division of Operations and, specifically, the Fire Organization. Beginning with the District FMO, his/her classification and position description must be scrutinized and viewed from the total fire management picture. This position must have a smattering of all facets of the organization including resource expertise, fire technology, fire ecology, and people management.[2]

The total fire organization might take on the configuration shown in Figure 2. Let's assume that we have a mix of hiring authorities that would make the fire organization look something like this:

Full-time permanent	WAE (+6 mo.)	WAE (6 mo.)	Seasonals
Fire Management Officer	Fire Tech.	Fire Disp.	Fire Clerk
Fire Ecologist or Specialist			Range Tech
Fire Suppression Officer			Forestry Tech
			Other Fire
			Tech's and
			skills

Assuming that our turnover of fire seasonals occurs every four years (based on the fact that a large percentage of our hires are from colleges and universities) we can approach our problem in the following fashion.

We could break our current suppression organization, as shown in Figure 2, into a two-branched force based on primary responsibility: (1) the Suppression Branch for full suppression situations, and (2) the Fire Specialty Branch for modified suppression and prescription burns. As primary responsibilities decrease in either branch, support and assistance to the other branch can be given.

2 Whitlock Report

Since much of our prescription burning occurs before, during, and after prime fire seasons, the Fire Specialty group could except in very unusual cases, direct their efforts to the fire specialty programs without being concerned about fire bust situations. I would suggest that fires in limited-suppression areas be the responsibility of this group so they can be briefed on all ramifications of each limited-suppression plan. With the skills and basic background of this group, along with the Resource Area representative, they would understand the objectives in the Limited Suppression and Prescription Burns.

To form the Fire Specialty Branch, we could initially take 25% of the existing seasonal hires. These hires would be specifically earmarked to come from natural resource schools, with majors in Forestry, Fire Management, Range, Wildlife, Recreation, Soils, etc. They could be seasonal hires or Co-op Ed Students, and would be required to have at least one or two years' experience in fire suppression.

First-year hires, or those with no previous fire suppression experience, would go to the Suppression Branch where they would remain for the first and possibly the second year. After this experience, they could move to the fire Specialty Branch where they would work possibly one to two years. We can assume that some permanent hires will come from this group. Thus we will have some experienced employees in fire specialty work. It is likely these people would end up on a resource area staff where their assistance is most needed.

Initial startup of the Fire Specialty Branch may require more than the 25%. However, once the branch is established and geared up, the appropriate percentage figure could be determined based on previous experience and present need. Need, of course, should be based on a district NYFP derived from and through the planning system.

Promising candidates for fire management could be trained further using the Phoenix Training Center and BIFC as focal points, with advanced training at Marana or a nearby university or college.

EXAMPLE

52 Fire Personnel - Based on the existing conditions and a current NYFP

FMO (FP)	Lead Fire Tech (WAE)	Seasonals 47 (T)
Asst. FMO	Dispatch	35 Suppression
Fire Ecologist		12 Fire Tech Staff

% of All Fire Permanents - 20%
% of Seasonals - 25% (Prescriptions and LSP)
% of Total Fire Organization - 25%

Some selected percentage of the 35 seasonals would be natural resource students in formative phases of their education, i.e., Range, Forestry, Wildlife, Watershed, Soils.

F I R E M A N A G E M E N T

FIRE MANAGEMENT OFFICER

Dispatch

FIRE SUPPRESSION BRANCH
Fire Suppression Officer

Lead Technician

Fire Technician

Fire Boss

Resource* Representative

Suppression Crew 1

Suppression Crew 2

FIRE SPECIALTY BRANCH
Fire Ecologist or Fire Specialist

Resource Area* Representative

Burn Boss
Fire Technician

Fire Technician

Firing Boss

Limited Suppression
4 Man Crew

Firing Crew (2 Man)

Holding Tanker Crew
(3 Man)

Fire Investigation

Retardant Plant

Lookouts

Figure 2

* In Fire terminology this position is commonly referred to as Natural Resource Officer or NRO

For further analysis of the same organization in a small District with the same 52 fire personnel based on the current NYFP a breakdown (with manning based on Figure 2 for the fire specialty group) might be as follows:

Number of Positions District Fire Organization	Percent of Total Fire Organization	FIRE SPECIALTY BRANCH Number of Positions Put into Branch	Percent of Total Fire Organization in Branch
3 Full time Permanents (1 WAE +6 months	5.8	1	1.9
2 WAE (1 WAE -6 months	3.8	1	1.9
47 Seasonals	90.4	12	23.0
52 Total	100	14	26.8

In this case 27% of the total Fire Organization would form the Fire Specialty Group.

B. Career Opportunities

The Bureau has long been searching for a way to enhance career opportunities for fire-oriented personnel and to offer a bridge to other Bureau positions. Some difficulty has been experienced over the years and, as a result, some stagnation in the fire ranks is evident.

If in fact we can make the shift to fire management and organize in a manner which allows us to practice fire management on an integrated basis, we can provide some career opportunities for our fire people.

Using an organizational approach similar to the one proposed in Figure 2, we can offer some of the necessary opportunities and bridges to our fire forces. In addition, it will give us a cadre of experienced people for the district staff and perhaps some of our future fire managers.

One need that fire employees have is to obtain the 30 college credits required to bridge into the professional series. This would qualify them to complete the requirements for some of the fire positions and provide a bridge to other Bureau positions. In Idaho, therefore, we should look to local colleges and universities to sponsor the necessary fire-related training and contract so that college credits are included as part of the training package.

As a side note, I might add that this would be an excellent opportunity to include training for university extension people such as county agents who could help in educating segments of the using public with whom they deal.

There are already some excellent college people accessible to us, i.e., Lee Neuenshwander of U of I, Ed Mathews and Ron Wakamoto of Montana, and others.

It is now necessary for fire people to have some understanding of natural resources and certainly for resource people to have an understanding of fire behavior and impacts. At this point, it would be logical to be selective in training resource people. Specifically, we should be concentrating on the staff at the resource area level.

C. Alternatives for Using Non-District Forces

Another alternative that might serve us well would be to look at the possibilities of contracting. Oregon has for a number of years, been contracting for management-type burns, including prescribed burning, slash burning, and hazard reduction. There appears to be sufficient interest and expertise by contractors for Oregon and California to get some quality contractors.

The table below gives some average contract costs.

TABLE 1

1983 Contract Burning Costs

Agency	No. of Burns	Acres	Avg. cost/Acre
U. S. Forest Service	3	68	$209.00
B.L.M	17	396	$129.00
State of Oregon	9	167	$223.00
Operators (Loggers)	60	1112	$266.00

Most of these burns were in the Salem District. Any escaped fire situations from slash burns are billed over and above contract costs.

The questions arises, is there enough interest in Idaho for doing some of the work through contracting? I would suppose there is, particularly in areas of the Boise District and where slash disposal projects can be tied into the prescription work. Contracting costs may prove to be higher than force-account work.

Another approach modified from a report prepared by the Fire Management Staff[3] is the development of an Idaho Burn Team. This would be consistent with State Director Whitlock's proposal to merge the State FM Branch into the Division of Resources. The proposal excerpted from the report reads as follows:

> Another proposal which has been made informally is to organize a prescribed burning team, which would be available to conduct burns on a Bureauwide basis. This proposal would provide several advantages. Presumably, such a group would develop a good deal of expertise in several fuel types and could be particularly valuable in those areas where burning is done fairly infrequently and local personnel have little opportunity for repeated

3 BLM Report-Hanson 1981

experience. They could also be useful in those situations where fuel, topography, prescriptions, or weather present difficulties beyond the capabilities of regular burning personnel. On the other side of the coin, such a burning team will require travel and per diem costs and perhaps overtime. It may take considerable time for them to acquire the variety and depth of experience which will make them truly experts in their field. Given the expense of transporting and housing such a team, there may be a tendency for them to proceed with burning on marginal days.

The support for a prescribed team was articulated by one individual when he stated, ". . . a prescribed burning team should be created/established just as suppression teams have been in existence for years. Included in the team should be suppression experts, ecologists, range managers, and experts in rehabilitation procedures." Such an "elite" group could be faced with attitude problems similar to the employee who commented, "In the case of my observations in this District, many people are denied the opportunity to gain experience in fire suppression as well as prescribed burning experience, even though the people are qualified. In short, a tight click (sic) of people has and is being maintained."

The State Office team concept has been used in other program activities such as the preparation of environmental impact statements. It might serve for this purpose as an interim approach.

V. COSTS, FUNDING, AND SAVINGS

Most funding procedures necessary to cover a full fire management program are already in place in the Bureau's funding process. The main exception is "year-end accounts" which can cause problems since the fire season builds in the fall which is also the likely time for most of our prescription burns, slash burning, and hazard reduction work. These other fire projects may extend beyond the end of the fiscal year which can be a problem where projects are handled by Bureau forces.

The dollar situation in Idaho is probably about right if one looks at efficiency and savings that can be made in the suppression segment of the program and proposes to shift those savings in theory to the MLR portion of the program. However, we cannot predict how OMB and Congress might react to such funding shift proposals.

The savings could be created through prudent use of our emergency accounts, improved integrity in payouts, a tight accountability of pay structure, and a reduction of some year-long permanent positions that perhaps could be covered by seasonals. In addition, consolidation of dispatching (more needs to be done in this area), exchange of suppression areas, avoiding misuse of some of the fire accounts (this is somewhat of a gray area), and close scrutiny of fire equipment and supplies could result in substantial savings.

Savings in each of the above areas coupled with implementation of the fuel-break concept and fuel modification practices on recurring flash-fuel fire areas, (see Chp. VI) will contribute to more efficient use of our emergency fire dollars.

Other detail areas where potential savings could be incurred are:

1. Use of aircraft retardant.

2. Use of other aircraft services including fixed-wing aircraft and helicopter.

3. Examination of fleets for excessive equipment and equipment costs.

4. Examination of warehousing for excessive fire material costs and storage.

5. Initiation of an active prevention program--no tokenism. This should be a fire crew priority (rather than RI projects) and should include better fire signing and maintenance.

6. Examination of the fire safety program for unnecessary losses from accidents.

7. Examination of possibilities and instances of grade creep in both seasonal and permanent personnel.

8. Examination of physical facilities for excessive fire space and physical plant expenditures.

9. Re-examination of fire training program for unnecessary duplication of personnel attending sessions.

10. Aggressive implementation of limited suppression plans. More districts need to give emphasis to the limited suppression philosophy, and more fire ecology and fuels management input is needed.

11. Re-examination of crew feeding practices and procurement practices for vendors furnishing food for fire-line personnel.

One additional area that needs considerable research and plan development is the abatement of wildland fire arson. I would suggest that we look very carefully at the arson picture in the state because a cursory look indicates that considerable dollar savings are possible. Some of the public, particularly ranchers, have taken it upon themselves to ignite certain areas in some districts in the hope of altering vegetative types to create better forage conditions for their livestock. Some of these incidents are flagrant and must be aggressively pursued and publicized. Once controlled, we can then undertake an education program.

In some instances, where limited suppression areas are designated and where limited suppression is practiced, ranchers have again ignited areas that may not have been allowed to burn. Much education remains to be done in this area. In prescription burns, the ranchers' eagerness to burn off undesirable vegetation has sometimes created problems. In these cases, our motto should be "Leave the Burning to Us," let the professionals do the job.

We must continue to be vigilant to arson from our own ranks, particularly during slow fire seasons. Early admonition to all seasonal employees every year is essential. There is also a need to vigorously pursue trespass action on all railroad fires, particularly when they constitute 20% of all man-caused fires in one district alone.

My analysis revealed that over a ten-year period,[4] an average of 72.5% of all fires and 59.6% of acreage burned was due to man-caused situations. This amounts to an average of 214 fires as shown in Table 4. If we could abate even half of those fires through an aggressive prevention and trespass program, we could save $439,125 to $507,484 annually (107 fires x $4,104 average fire costs[5]).

Actual indications are that the state could probably exceed these potential savings by carefully examining three major areas: (1) the fire prevention program; (2) the visibility of our field fire crews (meeting the public, not just ranchers alone); and (3) a close look at wildland arson internally and externally.

VI. SHIFTS IN PRESUPPRESSION AND SUPPRESSION PHILOSOPHIES

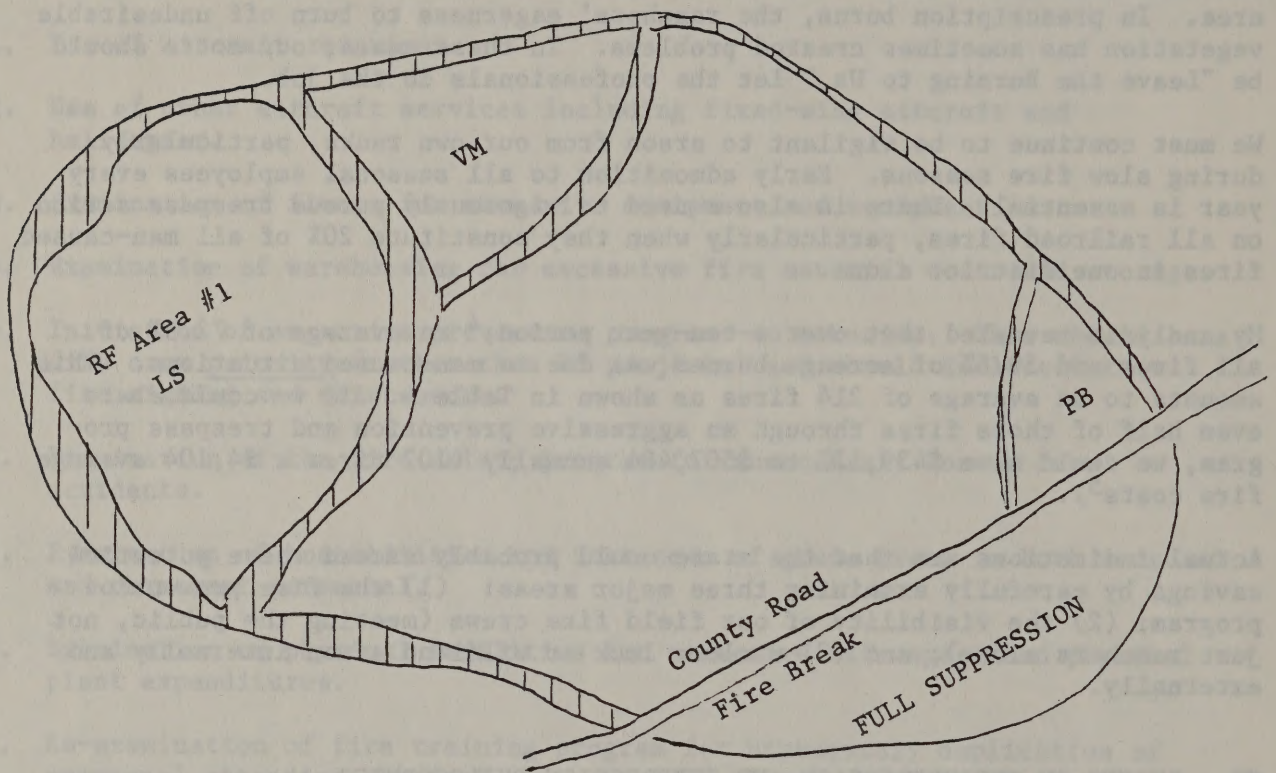
Emergency suppression must be carefully examined to assess and evaluate what is truly a fire emergency. Recurring fires over the same acreage year after year, in my opinion, do not constitute an emergency. Routine fires of this type are partially predictable and those areas need to be inventoried and planned for.

4 See lower portion of Table 4

5 Table 5

A. Fuelbreaks

A good beginning for alternative approaches is laid out in Idaho Instruction Memo No. ID-84-38, Providing for Possible Fuelbreak Systems. However, the first phase must be to analyze and inventory those areas of low resource values and recurring fires, e.g., cheatgrass areas in the Shoshone District or some of the larger blocks west of Mountain Home. These areas should be tied to management units in the RMP with an analysis of recurring fires and resource values incorporated. Once identified, these areas can be landscaped for fuelbreaks using vegetation adaptable to the area with characteristics suited to holding wildfires.



Legend

RF Area = Recurring Fire Area #1

LS = Limited Suppression

VM = Vegetative Modification

FB = Fuelbreak

Fuel Modification

PB = Prescription Burn

Management Unit 10 Cassia RMP
Vegetative Fuelbreaks and Fuelbreak System

Figure 3

Green (1977) states that the term "fuelbreak" had its beginning in 1957 but had a wide variety of meanings. Final definitions were established and are used here.

> Fuelbreak - a strategically located wide block or strip on which a cover of dense, heavy, or flammable vegetation has been permanently changed to one of lower fuel volume or reduced flammability (Fig.1) as an aid to fire control. (In practice, almost any wide break cleared of all or part of the existing vegetation for fire control purposes is called a fuelbreak, but the term is misapplied unless long-term maintenance of a new vegetation cover on the cleared area is specifically planned.)
>
> Fuelbreak System - usually a system of relatively large areas of naturally open vegetation, or converted vegetation cover, all interconnected by fuelbreaks to form strategic locations for control of fires.

The systematic within districts will require a combination of fuelbreaks, fuel modification practices, and fuel modification treatments. Moving ahead with this approach can help us from a long-term cost reduction standpoint as well as from a manpower efficiency and resource protection point of view. Therefore, it is important to view what the characteristics of the fuelbreak and associated vegetation might be.

1. Desirable Characteristics for Fuelbreaks:

   Vegetative fuelbreaks - minimum 200'[6]

   Long green period - or evergreen nature of the plant

   Low volume of growth

   Low physical profile (low growing)

   Suitable to selected climate and soils

   Soil holding ability - erosion control

   Drought tolerant

   Ability to re-establish

   Cold hardy

   Competitiveness (i.e., with cheatgrass)

6 Green, Lisle - Fuelbreaks for Wildland Fires

2. Plants that may be suitable for establishing Firebreaks in Idaho:

'sodar' streambank wheatgrass	Agropyron riparium Scribn.
'delar' small burnet	Sanguisorba minor, Scorp.
'paiute' orchardgrass	Dactylis glomerata L.
'covar' sheep fescue	Festuca ovina L.
'appar' lewis flax	Linum lewisii Pursh.
'ephraim' crested wheatgrass	Agropyron cristatum (L.) gaertn
'rincon' fourwing saltbush	Atriplex canescens (Pursh)

This is an area where some research is advisable, and a thorough literature search could prove invaluable. It is my understanding that Idaho BLM has a ten-acre site at Coffee Point near Arco where some experimentation on fire retardant species is to be conducted. We should certainly capitalize on this. Similar research could take place at Point Springs instead of pursuing repetitious cow/weight responses to crested wheatgrass when conclusions and findings have been published.

Pursuing the direction of Instruction Memo ID-84-38 and building on this beginning could lead to greater predictability in fire management as well as significant cost savings in our full-suppression efforts.

B. Fuel Modification

The following definitions will apply for purposes of this discussion.

Fuel Modification Practice - the broad approach to fuel management on a large acreage of wildland. It has three basic elements: (1) Cleanup of fuel hazards on limited areas, usually hazards resulting from man's activities such as construction operations, logging, or from catastrophes such as major storms; (2) periodic fuel reduction on all or most of the large acreage by burning or by other treatments; and (3) permanent fuel reduction-type conversion on limited areas of strategic importance on interconnected fuelbreaks and around areas of high value which make up only a portion of the total acreage, perhaps about 5 to 10 percent. Combinations of these elements are often made, i.e., fuelbreaks may be established in preparation for gradually expanded periodic fuel reduction treatment over the intervening acreage.

Fuel Modification Treatment - an individual treatment or specific technique used to modify fuels as part of the broad practice or approach to fuel management. Treatments such as bulldozing, burning by specific prescription, and reseeding are examples.

In Idaho, a fuelbreak[7] system for each district needs to be considered, with emphasis on the use of fire-resistant vegetation. Again, we must inventory through land use planning, then carry that inventory through the planning process to develop the fire management plan. Project proposals could follow in the EIS for subsequent funding.

7 Shoshone District has developed the Wendell Canyon Fuel Modification Plan and EAR - 1977.

In examining the definition of fuelbreak systems, the advantages of incorporating a series of systems will include:

1. Breaking up large homogenous flash-fuel types.

2. Reducing danger to our suppression forces by reducing the likelihood of large fires.

3. Reducing impacts on wildlife and their habitats.

4. Lessening impacts on forage resources.

5. Lessening the potential for fire "bust" situations where multiple districts are affected.

6. Improving opportunities for backfiring and other fire control measures.

7. Providing, in some cases, for hazardous fuel clean up.

All of these advantages, plus type conversions, can yield innumerable benefits to our resource management programs in Idaho and make more efficient use of our manpower and funding.

C. Escaped Fire Analysis

Although less than 5% of Idaho's wildland fires escape initial attack, a large portion of the wildfire-related costs and damages can be attributed to the escaped fire situation.

In Idaho, we have limited application for the escaped fire analysis, but it is used by FMOs and occasionally by some managers. Our format is rather informal and is used as part of the limited suppression plan. The process is important, and Area Managers as well as District Managers should be aware of the process and its procedures. I suggest that this be presented and discussed the next time Area Managers and District Managers are brought together. The abbreviated forms and procedures should be included as part of the awareness effort.

D. Other

Concerted efforts must be made toward honest, nonbiased improvements in efficiency. Such efforts must examine all facets of interagency coordination. For example, Appendix II summarizes efforts to consolidate dispatching between two BLM Districts and the Forest Service. The study was incomplete and doomed to failure because there was an encroachment of traditional turf. I suspect similar experiences have occurred elsewhere in the State and should be re-examined. The staff report failed to compare the total costs of running separate dispatch offices to the costs of consolidated dispatch. It also failed to give recommended action and preferred location.

TABLE 2
TOTAL FIRE EXPENDITURES
(in 000)
IDAHO

Calendar Year	Activity 4360	4610	4620	4630 (Except STR)	4800 (70XX)	4960	7120 (X002 & -X004)	Total
1979	585.7	1,342.7	1,216.3	226.0	13.6	110.6	176.7	3,711.6
1980	664.8	1,476.7	1,184.3	456.4	7.7	146.3	200.5	4,136.7
1981	566.8	1,300.1	2,601.1	185.4	36.8	113.7	107.4	4,911.3
1982	521.5	1,745.1	1,144.6	682.4	1.7	119.9	60.2	4,275.4
1983*	442.1	1,593.0	1,703.3	208.1	.4	148.0	21.0	4,113.9
TOTAL	3,305.1	7,036.6	8,403.2	1,999.4	64.2	694.6	738.8	
AVERAGE	550.8	1,172.8	1,400.5	333.2	10.6	115.8	123.1	

*1983 SHORT - December figures needed.
From Program and Cost Detail Reports

TABLE 3
FIRE CAUSE IN IDAHO

	Man Caused		Natural Ignition		
	Number Fires	Acres	Number Fires	Acres	Total Acres
1983	214	79,750	133	191,015	270,765
1982	166	51,098	89	42,822	93,920
1981	294	393,922	113	259,589	653,511
1980	188	74,843	64	50,426	125,269
1979	250	53,769	81	51,881	105,650
Avg	222	130,676	96	119,147	249,823

TABLE 4
IDAHO STATEWIDE FIRE SUMMARY
ALL FIRES

Cause	Number of Fires Ten-Year Average	Percent	Acres Ten-Year Average	Percent	Average Annual Cost for Fire Suppression
Man	214	72.5	101,833	59.6	$878,256 - $1,015,362
Lightning	81	27.5	68,904	40.4	$332,424 - $ 385,138
TOTAL	295	100.0	170,737	100.0	$1,210,680 - $1,400,500

SUPPRESSION COSTS
(4620 Only)

	Average Cost/Fire
1979	$3,018
1980	$3,948
1981	$5,276
1982	$3,920
1983	$4,356
TOTAL	$20,518
AVERAGE	$ 4,104

TABLE 5

Fire Statistics
Ten-Year Average

	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983	AVERAGE
Man-Caused Fires	221	179	230	156	240	250	188	294	166	214	214
Acres	99,123	39,349	196,002	10,984	19,495	53,769	74,843	393,922	51,098	79,750	101,833
Lightning-Caused Fires	49	83	81	78	36	81	64	113	89	133	81
Acres	25,394	43,365	17,617	4,549	2,386	51,881	50,426	259,589	42,822	191,015	68,904
Total	124,517	82,714	213,619	15,533	21,881	105,650	125,269	653,511	93,920	270,765	170,737

TABLE 6

Fire Statistics
Five-Year Average

	1979	1980	1981	1982	1983	AVERAGE
Man-Caused Fires	250	188	294	166	214	222
Acres	53,769	74,843	393,922	51,098	79,750	130,676
Lightning-Caused Fires	81	64	113	89	133	96
Acres	51,881	50,426	259,589	42,822	191,015	119,147
Total Acres	105,650	125,269	653,511	93,920	270,765	249,823

VII. TRAINING AND EDUCATION

Shifts in resource fire philosophies will require a substantial effort in training and education, both for our own employees and for the public at large.

Internally, there is a great thirst among our resource people for more training to gain an overall knowledge of fire ecology. Recognizing that we have limited training dollars and time, I would suggest that some basic one and two hour sessions on fire management and fire ecology be attached to various in-state training sessions and workshops. In this way, all of our employees can understand what we are trying to do in fire management and the "smokey bear" influence within our own ranks can be reduced. A short slide presentation could be developed for groups not directly involved in specific programs.

Public Affairs could develop presentations for wildlife federation and sportsmen's meetings, local grazing association meetings, service clubs, the Idaho Conservation League, Audubon Society, etc. Several quality presentations are already available, particularly the sequence using three projectors in which Whitlock makes a presentation.

For advanced fire and resource personnel, I suggest that we go back to the District team training approach given at Marana. There are some obvious advantages to this type of training.

IX. SUMMARY

The State Director has given direction to BLM forces in Idaho to rethink our current approach to State fire programs and to institute a total, integrated fire management approach into our overall resource responsibilities. We must therefore examine attitudes, existing organizations, objectives, input to land use plans, qualifications of personnel, and future aspirations and desires for the fire program.

Planning adjustments must be made in existing MFPs or weak RMPs to include fire input so that fire is an integral part of the land use decisions rising out of the law. At the same time, we must strengthen current new planning starts and arrive at a normal year fire plan that is consistent with the law, land use plans, and good management. Research needs must be studied and implemented in order to determine the best practices for our local situations.

Cost efficiencies such as better use of manpower and greater integrity and accountability in our open check accounts (suppression), must be analyzed for the whole program. If we approach the "budgeting units" of the Administration and Congress on the savings incurred and the need for a shift (additional 4360 dollars) of a portion of those savings to fire management and fire prevention, I believe that the mood of Congress and the Administration is such that this approach will sell.

Our philosophies of "every fire is an emergency and every smoke must be aggressively subdued" must moderate in favor of alternatives such as fuelbreaks, fuelbreak systems, fuel-type conversions, and limited suppression.

It is essential that we pursue other measures that have current status in the State such as consolidation of individual dispatch centers, interagency dispatching (see Appendix II), trade of suppression areas, and of course the fuelbreak proposal. By so doing, we can shift manning to cover positions in headquarters and field offices where we need to build our expertise in such areas as fire ecology and fuels management. Other fire management positions can then be added to the organization to enhance career bridging opportunities for Bureau employees.

Project proposals in the form of package submissions will be a necessity as already proposed by the State Director. Rather than piecemealing the effort, however, I suggest that one large package be prioritized in annual increments over a five-year period. Justification must be based on changes in the state of the art, management objectives, and the shift in technical skills to do the fire management job. Savings in the open check accounts should be made and, in theory, those dollars should be the ones needed for the modernization of the fire organization. I am suggesting that by showing the savings a similar amount of dollars can be asked for in MLR, recognizing the actual shift from the emergency accounts cannot be made.

RECOMMENDATIONS

1. Immediately begin to input fire management needs and fire expertise and knowledge into ongoing RMPs.

    a. Give as much unity of direction in the fire planning area as possible so that realistic district normal year fire plans can be developed throughout the State.

    b. Districts must pick their strongest and most knowledgeable people in the fire field and have them concentrate on the planning effort.

2. Begin to prepare amendments to existing MFPs or RMPs where fire data is weak or lacking.

    a. State Office staff should lay out streamlined procedures for inclusion of the normal year fire plan.

    b. Although it is somewhat backward, I suggest the development of the fire activity plan might expedite the land use plan amendment process. This would give an operational plan where the material for the amendment could be extracted in brief. The amendment would serve until the next plan update.

3. Initiate a fire prevention program and aggressive fire trespass actions to reduce wildland fire arson. Idaho has the largest incidence of wildland fires in the lower conterminous states but has only one fire prevention specialist.

4. Consult with Mr. Lisle R. Green (retired), if possible, for input to the fuelbreak program to lay out suggestions and possibly prepare a workshop.

5. Establish a task force or series of steering committees similar to the state RMP or ADP group to pull together a state action plan. We should make use of all available in-state and BIFC expertise.

6. Find volunteers through the Volunteer Program if it is not feasible to find a fire prevention officer.

7. Initiate cost and manpower savings as suggested.

8. Begin a package budget effort for the entire Fire Management Program with emphasis on shifts in philosophies tied to action plans.

Contacts and Interviews

Anderson, Hal - USFS - Northern Forest Fire Lab. - Missoula, Montana

Bate, Charles - BLM ISO - Chief, Fire Management

Barber, Richard - BLM California State Office - Sacramento, California

Bieg, William - BLM Oregon State Office - Chief, Branch Engineering & Support Service

Birch, John E. - BLM Washington Office - Chief, Fire and Aviation Management

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Carson, Gary - BLM Boise District, - Jarbidge Area Manager

Colby, James M - BLM Washington Office - Planning & Environmental Coordinator

Davis, Gary - SCS Aberdeen, Idaho - Plant Material Center

Durham, Jack - BLM ISO - Assistant FMO

Eagerman, Ken - BIFC - Boise, Idaho

Frandsen, Kent - BLM Boise District - Assistant DM, Administration

Gebhardt, Karl - BLM ISO - Hydrologist

Hanson, Russell - BLM Alaska State Office - Anchorage, Alaska

Kastelic, Joe - BIFC - Boise, Idaho

Logosz, Al - BLM ISO - Branch of Renewable Resources

Lombard, Merton E. - BLM ISO - Forester

Mills, John S. - BLM ISO - Community Planner

Mendiola, Carlos - BLM Shoshone District - FMO

Naylor, John - BLM Washington Office - Planning Staff Technical Support

Payne, Andrew O. - BLM Shoshone District - Assistant FMO

Rivers, Robert - BLM Oregon State Office - Deputy State Director, Tech. Services

Wilson, Dorothy - USDA, Forest Service - Washington Office

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Koniak, Susan. September 1983. Broadcast Seeding Success in Eight Pinyon-Juniper Stands after Wildfire, Research Note Int-334, 4 pages.

Roby, George A., and Lisle R. Green, April 1976. Mechanical Methods of Chaparral Modification. USDA Ag Handbook #487, 46 pages.

Seaver, David A., February 1983. The Escaped Fire Situation: A Decision Analysis Approach. USDA-Research Paper RM-244.

USFS (Memo)-Regional Forester Smith, Zane G., April 22, 1983. Coded SIDD Fire Management Region 5, Angeles National Forest, 14 pages.

further information you may write to the above address or call (907) 272–3422.

William P. Horne,

Deputy Under Secretary.

[FR Doc. 83–27914 Filed 10–13–83; 8:45 am]

BILLING CODE 4310–10–M

Bureau of Land Management

Fire Management Plan/MFP Amendment

AGENCY: Bureau of Land Management, Interior.

ACTION: Notice and intent to amend Malad management Framework Plan (MFP).

SUMMARY:

Description of Proposed Planning Action: BLM is proposing to amend the Malad MFP to include fire management planning objectives. Specifically, the following language would be incorporated into the MFP.

F–1 Implement the Deep Creek Fire Management Plan which designates the type of fire suppression action that will be undertaken within the MFP area.

The Fire Management Plan establishes four (4) management units as follows:

Proposed Fire Management Areas:

Fire Management Area 1.— The areas identified under this category have 14,720 acres which includes isolated tracts of public lands, communication sites, interstate and energy rights-of-way corridors, and BLM campgrounds. It includes the Bowen Canyon Bald Eagle ACEC high value timber zones along with critical deer winter ranges.

BLM will respond to fires on or threatening public land in this area as the highest priority. Full fire suppression will be initiated and maintained.

Fire Management Area 2.— The areas identified include two (2) large areas which are located in the Northern half of the planning unit and the far southeast end of the unit, totalling 70,080 acres. Lands in this category contain the highest natural resource values in the resource area. Major resource values include range, forestry, watershed, wildlife and visual. The terrain is steep and rugged with limited access.

BLM will respond to fires within this management area as a high priority, initiating a rapid and sustained suppression effort. During low fire danger, however, BLM may initiate less than full suppression. The use of dozers will be limited on the steep fragile slopes.

Fire Management Area 3.— The areas identified include two (2) large areas which are located in the southcentral part of the planning unit. The total number of acres is 46,080. This category consists primarily of high value wildlife habitat and range forage. Recreational activities involve deer hunting and firewoood gathering. There are many roads throughout the area, providing good access to BLM lands. These roads can act as fire breaks and will stop most fires. The management area has moderate timber value, but since the trees grow on the moist northern slopes there is limited chance of fires destroying this value.

The degress of suppression action which BLM will take on fires within the management area will depend on the resources which are threatened. Some fires may receive less than full suppression. The safety of the suppression forces and the cost effectiveness of the control action will be prime fire management considerations. Special attention will be given to preventing fires form spreading to private lands.

Fire Management Area 4.— This area is the Black Pine Limited Suppression Area which includes 82,880 acres, located in the southwest portion of the management unit. It has a very low fire occurrence and is not very sensitive to fire. Many fires may require less than full suppression and some may be allowed to burn out.

Note.— The fires referred to throughout the plan are in no way to be construed as "prescribed fires." All fires covered in this plan are wildfires and as such shall be suppressed, contained, controlled, and extinquished. The proposed actions change only the degree of intensity with which the BLM will pursue the containment of wildfires. Many fires, by virtue of when and where they occur and what they are burning are "self-contained" or will burn out whether or not BLM intercedes with a full suppression action. BLM intention is to avoid spending dollars on sophisticated equipment manned by highly trained firefighters only to suppress fires that present no hazard. No distinction will be made as to whether a fire's origin is lightning caused or suspected to be human-caused. The area manager may elect to fully suppress suspected human-caused fires to deter incendiary ignitions.

Geogaphic Area: The Deep Creek Fire Management Plan area lies within the Deep Creek Resource Area, one of two resource areas within the Burley District in southcentral Idaho. It includes all of Oneida County, and portions of Power and Cassia Counties.

General Types of Issues Anticipated: No adverse comments anticipated at this time.

Disciplines Represented and Used To Prepare Amendment: Resource area and fire management.

Supplementary Information: Detailed information concerning the Deep Creek Fire Management Plan including the evironmental analysis and the record of public discussions is available for review at the Burley District Office, Route 3, Box 1, Burley, Idaho 83318. Telephone: 208–678–5514.

Public Participation Opportunities: There will be no public hearings scheduled at this time. For a period of 30 days interested parties may submit comments to the Burley District Manager at the above address. Any adverse comments may be evaluated by the District Manager who may vacate or modify this planning action and issue a final determination.

Dated: October 6, 1983.

Jimmie L. Pribble,

Acting District Manager.

[FR Doc. 83–27922 Filed 10–13–83; 8:45 am]

BILLING CODE 4310–84–M

APPENDIX II

DISPATCH CENTER STUDY

The Forest Supervisor from the Sawtooth National Forest and District Managers from the Shoshone and Burley BLM Districts initiated a team to study the feasibility of combining dispatch offices.

The study team determined that any problems encountered by combining dispatches are solvable with proper preplanning.

The team's only recommendation is that no matter what alternative the line managers select, other than alternative 1, implementation shouldn't occur until 1984.

Prepared by:

Floyd L. Bethke
Burley BLM District FMO

Carlos J. Mendiola
Shoshone BLM District FMO

Dale G. Darnell
Sawtooth National Forest FMO

Date:

1-20-83

COST ANALYSIS

COST & PERSONNEL BY ALTERNATIVE	NO. OF DISPATCH PERSONNEL	TOTAL COST OF PERSONNEL	TOTAL COMMUNICATION COSTS	FIXED OPERATING COSTS (LIGHTS, ETC)	ADDITIONAL COSTS (EXPENSES)	FIRST YEAR COST	NORMAL ANNUAL OPERATING COST
1/ SHOSHONE IN SHOSHONE	3 Total 9	30,000 ~~115,000~~ 98,000	-0-	8,000 24,000	-0-	38,000 135,000	38,000 122,000
1/ BURLEY IN BURLEY	3 Total 9	22,000 98,000	1,000	8,000 24,000	13,000	43,000 135,000	30,000 122,000
1/ SAWTOOTH N.F. IN TWIN FALLS	3 Total 9	46,000 98,000	-0-	8,000 24,000	-0-	54,000 135,000	54,000 122,000
2/ BUR/SAW IN TWIN FALLS	4-3-1 Total 8	94,000	-0-	16,000	-0-	110,000	110,000
3/ BUR/SAWTOOTH IN BURLEY	4-3-0 Total 7	76,000	6,000	16,000	13,000	111,000	92,000
4/ BUR/SHO IN SHOSHONE	3-3-1 Total 7	80,000	1,000	16,000	-0-	97,000	96,000
5/ SAW/SHOSHONE IN SHOSHONE	4-3-0 Total 7	88,000	2,000	16,000	13,000	119,000	104,000
6/ SAW/SHOSHONE IN TWIN FALLS	4-3-1 Total 8	92,000	10,000	16,000	13,000	131,000	108,000
7/ BUR/SAW/SHO IN SHOSHONE	4-1 Total 5	68,000	2,000	8,000	2,000	80,000	76,000
8/ BUR/SAW/SHO IN BURLEY	4-1 Total 5	68,000	18,000	8,000	14,000	108,000	76,000
9/ BUR/SAW/SHO IN TWIN FALLS	4-~~1~~-1 Total ~~5~~ 6	72,000	10,000	8,000	1,000	91,000	80,000
10/ SAW/BUR/S.ZONE IN BURLEY SAW/SHO/N.ZONE IN SHOSHONE	3-3-0 Total 6	74,000	9,000	16,000	13,000	112,000	90,000
11/ SAW/BUR/S.ZONE IN TWIN FALLS SAW/SHO/N.ZONE IN SHOSHONE	3-3-1 Total 7	78,000	2,000	16,000	1,000	97,000	94,000

DISPATCH COST SHEET

Shoshone

Kelley, Perm	20,000
Chatterton, Temp	6,000
Hansen, Temp	4,000
	30,000
Communication cost to move	10,000
Fixed operating cost per dispatch	8,000
Additional cost/move office	1,000

Burley

Dorothy, Perm	14,000
Seasonal, Temp	4,000
Seasonal, Temp	4,000
	22,000
Communication cost to move	1,000
Fixed operating cost per dispatch	8,000
Additional cost (build dispatch and move)	12,000

Sawtooth

Powers, Perm	24,000
Welch, Perm	18,000
Miricle, Temp	4,000
	46,000
Communication cost to move	6,000
Fixed operating cost per dispatch	8,000
Additional cost/move office	1,000

Alternative #1

Problem:

1. Hook up phones and radios in temporary dispatch at Burley (Burley has a trailer set up with facilities to function as dispatch).

Number of dispatchers - 9 Cost: First Year $135,000 Normal $122,000

Alternative #2 - Burley/Sawtooth at Twin Falls

Problem:

1. Location of FMO to dispatch
   a. Time lag for BLM decisions
   b. Overall status (telephone time)
2. Travel for dispatch personnel from Burley
3. Paper trail
4. Duplication of records

Number of dispatchers - 8 Cost: First Year $110,000 Normal $110,000

Alternative #3 - Burley/Sawtooth at Burley

Problem:

1. Burley presently does not have adequate facilities.
2. Move radios, telephones, etc. from Twin Falls
3. Change duty station for PFT (Powers, Welch)
4. Paper trail
5. Duplication of records

Number of dispatchers - 7 Cost: First Year $111,000 Normal $92,000

Alternative #4 - Burley/Shoshone at Shoshone

Problem:

1. Location of Burley FMO to dispatch
2. Travel for dispatch personnel from Burley
3. Paper trail

4. Duplication of records

5. Move radios, telephones, etc.

Number of dispatchers - 7 Cost: First Year $97,000 Normal $96,000

Alternative #5 - Sawtooth/Shoshone at Shoshone

Problem:

1. Move radios, telephones, etc. from Twin Falls
2. Change duty station of PFT (Powers, Welch)
3. Paper trail
4. Duplication of records

Number of dispatchers - 7 Cost: First Year $119,000 Normal $104,000

Alternative #6 - Sawtooth/Shoshone at Twin Falls

Problem:

1. Location of Shoshone FMO to dispatch
2. Travel of dispatch personnel from Shoshone
3. Paper trail
4. Duplication of records
5. Move radios, telephones, etc. to Twin Falls from Shoshone

Number of dispatchers - 8 Cost: First Year $131,000 Normal $108,000

Alternative #7 - Burley/Sawtooth/Shoshone at Shoshone

Problem:

1. Move Burley and Sawtooth radios and phones to Shoshone
2. Location of Burley FMO to dispatch
3. Travel for dispatchers
4. Paper trail
5. Duplication of records

Number of dispatchers - 5 Cost: First Year $80,000 Normal $76,000

Alternative #8 - Burley/Sawtooth/Shoshone at Burley

Problem:

1. Move Burley, Sawtooth and Shoshone radios and phones to Burley
2. Location of Shoshone FMO to dispatch
3. Travel for dispatchers
4. Paper trail
5. Duplication of records

Number of dispatchers - 5 Cost: First Year $108,000 Normal $76,000

Alternative #9 - Burley/Sawtooth/Shoshone at Twin Falls

Problem:

1. Location of Shoshone and Burley FMO to dispatch
2. Travel for dispatchers
3. Move radios, phones, etc. from Shoshone to Twin Falls
4. Paper trail
5. Duplication of records

Number of dispatchers - 6 Cost: First Year $91,000 Normal $80,000

Alternative #10 - Sawtooth/Burley South Zone at Burley & Sawtooth/Shoshone North Zone at Shoshone

Problem:

1. Move radios, phones to Burley
2. Paper trail
3. Duplication of records
4. Travel for dispatchers

Number of dispatchers - 6 Cost: First Year $112,000 Normal $90,000

Alternative #11 - Sawtooth/Burley South Zone at Twin Falls & Sawtooth Shoshone North Zone at Shoshone

Problem:

1. Paper trail

2. Duplication of records

3. Travel for dispatchers

4. Location of Burley FMO to dispatch

5. Not feasible to split Sawtooth into two locations

Number of dispatchers - 7	Cost:	First Year	Normal
		$97,000	$94,000

CONSIDERATION OF CLOSEST FORCES (STATS)

1. Occurrence

   1. Shoshone — 95 fires
   2. Sawtooth — 58 fires
   3. Burley — 45 fires

2. Workload considerations

   Shoshone
   65 fire employees
   2.5 million acres in size
   45,000 acres burned annually
   27-multi fire days per year
   6 large fires annually

   Sawtooth
   40 fire employees
   2.1 million acres in size
   2,500 acres burned annually
   10 multi-fire days
   1 large-complex fire annually

   Burley
   50 fire employees
   1.3 million acres in size + protection area ____ acres
   8,000 acres burned annually
   10 multi-fire days
   2 large fires per year
   Numerous I.A. agreements

ADDITIONAL CONSIDERATION

3. FMO roles in the Forest Service and BLM differ in relationship to the need to be located near or at dispatch.

4. Management direction from the BLM and Forest Service to eliminate all cost exchanges for protection.

5. Consideration of combining addition areas:

   A. Radio Techs
   B. Warehousing
   C. Etc.

POSITIVE FACTORS

1. Cost saving by the reduction of the number of dispatchers and operation facilities. (See cost analysis)

2. Coordinated training.

3. Better pre-post season coverage by dispatch and forces.

4. Conversion to NIIMS jointly.

5. Eventual cost sharing by BLM and Forest Service for facility, supplies, electronics and other operating cost for <u>one</u> dispatch.

6. Provides one central and logistical dispatch for coordinating and handling of all:

   A. Detection (fixed/aerial/rover)
   B. Weather (ALDS, Afirms)
   C. Interagency O.H. Teams enhanced
   D. Aircraft tracking and relocation
   E. Manpower and equipment tracking, relocation and total utilization

7. Provide increased dispatch expertise.

8. Provide career ladder in dispatch.

9. Provide for coordination of joint equipment and manpower for projects.

10. Possible 24 hour coverage.

11. Fully integrated fire forces.

12. Better utilization of manpower and equipment for closest forces concept.

13. Joint contracting of rentals, aircraft, etc.

14. Better coordination of all fire management between BLM and Forest Service.

NEGATIVE FACTORS

1. Proximity of FMO to dispatch.
   Problem identified with BLM not Forest Service

   A. Time log for decisions
   B. Lack of overall status
   C. Different management philosophies

2. Proximity of dispatch to resource managers. (Lack of ready contact)

3. Costs associated with adapting and changing existing dispatch facilities to a combined facility.

   A. Radio
   B. Communications (Phone)
   C. Electronics (terminals)
   D. Furniture, etc.

4. Commuting or transfer costs for dispatch personnel.

5. Types of dispatch. Forest Service support -vs- BLM I.A.

6. Preplanning time frames, can a plan (workable) be built to include:

   A. All district and Forest Service plans
   B. Daily duty and fire systems
   C. Organization

7. Coordination problems:

   A. double ordering
   B. FMO/Line Manage./F.B. by passing dispatch

8. Paper trail from dispatch to headquarters and back.

9. Duplication of records.

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